The COMPASS

AMERICAN · ASSOCIATION · OF · SOCIAL · WORKERS

April 1940

Proposals for Discussion
at the
Delegate Conference

Volume XXI Number 7

Board Outlines Delegate Conference Program

THE outline for the program of the AASW Delegate Conference was set up by the National Board at its meeting March 29 and 30.

The Conference is to be held Friday and Saturday, May 24 and 25, at the Pantlind Hotel, Grand Rapids, Michigan, just preceding the National Conference of Social Work.

Emphasis in the Conference on the Association's public welfare objectives was confirmed by action of the Board. A statement of principles regarding public welfare services, adapted from previous conference actions, has been distributed to the chapters and is printed in this issue of the COMPASS. The Division on Government and Social Work is expected to present to the Conference proposals on current issues as related to these principles. Material is being collected from the chapters on the problems being encountered in administration of the various present programs, and reports on this enterprise are being timed in relation to the Conference.

Reports on the present program and administration of the Association will be given by the President, Harry Greenstein, and by other officers and committees. The Board is also requesting that a session of the Conference be devoted to a report by the Special Committee on Program, of which James Brunot is Chairman, so that the Conference will have an opportunity to express preferences as to emphases to be developed in the program of the Association for the coming year.

Suggesting that the Association might pass definite resolutions on certain issues of personnel standards and employment practices which have been implicit in the work of the Association, the Committee on Personnel Practices has presented two propositions which have been sent to the chapters. Frieda Romalis, of St. Louis, is Chairman of the committee. The National Membership Committee, of which Lucia Clow, of Milwaukee, is Chairman, has also proposed certain issues for Conference action, as a basis for further discussion of membership policy and particular requirements.

The National Board has endorsed each of these statements with several recommended changes. Each of the proposals is printed in this issue of the COMPASS, together with a summary of the National Board's recommendations.

One session of the Conference, as planned by the National Board, is to be devoted to committee reports as mentioned above and to matters of Association business. A resolution, endorsed by the Board, proposing a two-year interval between Delegate Conferences, has been sent to chapters for discussion. A minor By-law change, to set a definite time when newly elected officers and committees will assume their duties, has also been sent out to the chapters.

Membership problems, chapter development, and program issues generally were recommended for this year's program by the last Delegate Conference. In addition to the membership and program matters noted, there will be reports from officers and from the Committee on Chapters on work which is under way on problems of chapter programs and administration, and on the development of field service, regional conferences and other means of coordination of the Association's resources. The 1939 Conference also suggested discussion this year on the size of the National Board and possible program expansion and consequent budget estimates. The San Francisco Chapter has asked for special emphasis on these latter subjects.

Contents

Article	*Page*
Board Outlines Delegate Conference Program	2
Conference Proposals	3
Social Security Inclusion of Nonprofit Groups	5
Meeting of Chapter Chairmen	5
Has Miss Thompson's Grouse Perched on Your Desk?	6
Thirty Chapters in Regional Programs	8
Arguments about Membership Policy and Requirements	9
Civil Service and Social Work in Michigan	13

ERNEST B. HARPER

CONFERENCE PROPOSALS

THE following six proposals were sent by the Executive Committee to the Chapters on March 26 for discussion and action at the Delegate Conference which is to be held on May 24–25. Following each statement is a brief summary of the recommendations which the National Board has voted to present to the Conference.

Statement of AASW Position on Public Social Services

Explanatory Note

The Association has periodically issued a statement concerning its position in respect to governmental employment, social insurance and assistance programs.

The Steering Committee of the Division on Government and Social Work has believed for some time that the Association should have available for use a statement or platform embodying the basic principles on which agreement has been reached. Such a statement would be subject to such modification or amendment as further professional consensus may require from time to time. It would also furnish a thesis from which to proceed in the promotion and support of specific measures of legislation or administrative policy.

This statement follows:

(Drafted by the Division on Government and Social Work)

The American Association of Social Workers believes in and supports the progressive development of public social services. Since the founding of this democracy, such services have been recognized as a proper function of government. They now constitute one of the most important aspects of the relation of government to its citizens in the life of our time.

These services will not have reached a desirable level of operation until practical measures have been adopted which assure the economic, social and physical well-being of every person in the American commonwealth. This objective requires the leadership and resources of the federal government.

Specific programs and underlying social policies in these, as in other enterprises, must change with changing needs and yield to new knowledge and skill. It is therefore appropriate that the organized profession of social work shall, from time to time, examine social work experience as it relates to public social policy, formulate its recommendations, and promote and support measures which translate these into effective instruments of administration.

There are four major concerns in the development of public social services—(1) coverage—or the degree to which the needs of people are met; (2) program—or devices and methods utilized to meet these needs; (3) administration—to carry out the responsibility accepted, and (4) personnel—the final instrument through which the purposes and designs of the services are carried out. On each of these concerns social work experience leads the Association to support the propositions here outlined.

I. COVERAGE

All persons whose resources fall below a level sufficient to maintain them and their families in health, decency and socially acceptable activity are a proper charge upon public resources.

The ultimate social cost of poverty, ill health and idleness are bound to be greater than the immediate costs of prevention and care.

II. PROGRAM

There are many aspects of program on which the Association has as yet formulated no specific recommendations. Their omission from this statement does not mean that they are of any less importance than those on which agreement has been reached.

Work

Work under wholesome conditions and at wages sufficient to assure maintenance for the worker and his normal dependents should be available to all who are not disabled.

To the degree that private industry can not provide such opportunities, government should provide them.

Work under public auspices should be provided to employ as many persons as can be

absorbed in socially useful projects, which utilize the skills and abilities of unemployed persons. Such employment should be available to an unemployed person for such periods of time as appropriate work in private enterprise is unavailable to him. Wholesome conditions and protections should be assured for workers on public projects. Payment for work done should be at hourly rates of wages equal to those prevailing for similar work in the locality or to the union scale of wages where such scales have been developed.

Tests of individual needs other than evidence of lack of other employment opportunity are inconsistent with the concept of work outlined above.

Social Insurance

Provisions for insurance against loss of income because of unemployment, old age, injury at work, and loss of breadwinner have already been found to be feasible. Such provision should be extended to cover disability and illness.

The insurance system should provide benefits of such an amount and for such a period as to provide reasonable security for the insured and progressively to reduce the need for other measures.

Coverage in existing systems should be extended to the entire working population.

Assistance

Public assistance should be available to meet the needs of all those unable in other ways to maintain for themselves and their dependents an adequate standard of living. Assistance measures should be:

1. Broad enough in scope to provide for all types of needy persons regardless of the cause of their need, and regardless of race, creed, political affiliation, citizenship, or length and place of residence.

2. Adequate to enable needy persons and their dependents to maintain acceptable standards of living and to prevent physical and social deterioration and breakdown of morale.

3. Granted under such conditions of eligibility as can be readily understood by persons in need. It is also essential that these conditions should be of such a nature as to appeal to a sense of fairness on the part of applicants for assistance, and thus engage them in responsible participation in the process of determining eligibility.

4. Designed to conserve the personal integrity and dignity of the persons in need and to assist them to return to self-maintenance wherever possible. Assistance rendered in forms other than the normal medium of exchange violates this principle.

Employment Service

Employment service under public auspices is essential for the guidance and distribution of the labor supply in relation to the requirements of the labor market. Such service, available on a nation-wide basis, is necessary to aid in providing data on the extent of available work at any given time. It is a vital link not only between employment opportunities and the need for work, but also between this and the various other programs of government. Unless the availability of employment openings and the capacities of persons seeking work are continuously and competently related to one another, work will be denied to persons who could be effectively employed, and assistance or insurance granted unnecessarily.

Development of adequate employment data and current inventories of occupational shortages is necessary for the promotion of effective employment service and also for the guidance of persons who have been occupationally displaced and young persons seeking a vocation.

Training and retraining should be available to such persons without regard to need.

Health Service

Public facilities and services should be expanded to provide more adequate preventive and medical care to that large proportion of our population for which proper provision is not otherwise made.

Housing

Low rent public housing should be made a permanent function of government.

III. ADMINISTRATION

In order to carry out the foregoing program, a coordinated administrative structure is essential in all governmental units. Also essential are effective methods of collaboration between these units. It is increasingly impossible to render effective services to the unevenly distributed population of the nation, its varying needs and resources, without utilizing the administrative and financial resources of all units of government. Effective administration therefore involves

(a) federal aid to equalize the inadequate and unevenly distributed financial resources of other units of government;

(b) the establishment by the federal government, in cooperation with other units, of minimum standards of operation and service.

(Continued on page 16)

Social Security Inclusion of Nonprofit Groups

The one chance to get action this year on inclusion of social agencies under provisions of the Security Act appears to rest on immediate action, somewhat as follows:

Letters from social workers, chapters, agencies, and citizens, and especially from churches, colleges, hospitals, etc. The latter are emphasized because they have previously been opposed to inclusion.

These letters should be addressed to Representative Robert L. Doughton, Chairman of the Ways and Means Committee of the House. Letters from any State to any member of the Committee as listed below would also be important.

The best advice on action at this time is that emphasis should be on the desire of persons and agencies for inclusion under the Old Age and Survivors' Benefit provisions. The reason for this is that previous efforts for inclusion have been killed by powerful opposition of some nonprofit groups who are now willing and anxious for inclusion under that part of the Social Security Act, but who would still oppose any inclusion if it involved the unemployment compensation provisions. While the AASW has continuously supported complete coverage for nonprofit agencies as proposed in HR 8118, it is generally recognized that Mrs. O'Day's measure would have little chance for attention at this session because of continued opposition of the kind which killed it last year.

A bill (S 3579) has been introduced in the Senate by Senator Walsh of Massachusetts to effect a compromise, but because of technical legislative difficulties, some action must be started in the House Ways and Means Committee to be effective. The Walsh bill may be cited, but special stress is urged on some bill to be presented by the House Committee.

Since last year's changes in the Act, which made much more liberal provisions, nonprofit agencies are discovering that they cannot afford to be excluded, particularly as they will soon be severely handicapped in securing staff in competition with employment which offers participation in Social Security benefits. Early action is also recognized as urgent as each year adds further handicaps to the status of those not included.

Members of the House Ways and Means Committee are:

Robert L. Doughton, N. C., *Chairman*
Thomas H. Cullen, N. Y.
Christopher D. Sullivan, N. Y.
John W. McCormack, Mass.
Jere Cooper, Tenn.
John W. Boehne, Jr., Ind.
Wesley E. Disney, Okla.
Frank H. Buck, Cal.
Richard M. Duncan, Mo.
John D. Dingell, Mich.
A. Willis Robertson, Va.
Paul H. Maloney, La.
Patrick J. Boland, Pa.
Milton H. West, Tex.
R. S. McKeough, Ill.
Allen T. Treadway, Mass.
Frank Crowther, N. Y.
Harold Knutson, Minn.
Daniel A. Reed, N. Y.
Roy O. Woodruff, Mich.
Thomas A. Jenkins, O.
Donald H. McLean, N. J.
B. W. Gearhart, Cal.
Frank Carlson, Kans.
Benjamin Jarrett, Pa.

National agencies working for inclusion legislation, in addition to the AASW, include the following:

American Hospital Association
Council of Jewish Federations and Welfare Funds
National Council Protestant Episcopal Church
National Catholic Welfare Conference
Teachers Insurance and Annuity Association of America
National Recreation Association
Community Chests and Councils, Inc.
Social Service Employees Union
Camp Fire Girls
Catholic Hospital Association
Child Welfare League of America
Family Welfare Association of America
Jewish Welfare Board
National Association of Day Nurseries
National Federation of Settlements
National Probation Association
National Travelers Aid Association
National Conference of Catholic Charities
The Salvation Army
National Society for the Prevention of Blindness

Chapter Chairmen Will Meet

Assuming that the time limits of the Delegate Conference program will not allow full discussion of problems of chapter administration, the Committee on Chapters is calling a meeting of chapter chairmen, or their representatives, for Sunday morning, May 26, at Grand Rapids. The Committee, of which Margaret Wagner, of Cleveland, is Chairman, has material in preparation which is to be used for discussion at the meeting. There is also a possibility of another special meeting during the week of the National Conference of Social Work, to discuss the subject of the plans which chapters have worked out for cooperation with other community agencies to promote programs of mutual interest.

Has Miss Thompson's Grouse Perched On Your Desk?

BELIEVING that the controversy arising out of unemployment statistics published by columnists Dorothy Thompson and Arthur Krock is giving concern to many members, the Association's Division on Government and Social Work delegated to a special committee of statisticians, Helen Jeter, Don Howard and Ralph Hurlin, the task of evaluating the columnists' thesis that statistics show that current unemployment cannot be very severe. The original articles have now been answered in numerous publications, and the committee's report which is published herewith makes reference to some of them.

Since members of the Association may still be confronted with persons whose attitude concerning the need for assistance may have been influenced by the wide publicity given the columnists' discussion of the unemployment data, this analysis is presented.

The heated controversy waged recently in the newspapers over the estimates of unemployment will have some good and some bad results. It has been useful in directing attention to the quality of the periodically published estimates and in increasing somewhat popular interest in the facts. But the effect has been harmful insofar as the confident assertions of columnists Dorothy Thompson and Arthur Krock have given comfort to persons who want to believe that unemployment has been willfully exaggerated and that the need has passed for continuing substantial provision for unemployment relief.

Serious fallacies in the Thompson-Krock argument have been widely exposed—in letters to the columnists and to editors; by other columnists; editorially in the *Herald-Tribune,* the New York paper carrying Miss Thompson's syndicated column (March 15); by *Business Week* (March 23), *The Nation* (March 23), *Time* (March 25), *The New Republic* (March 25); and elsewhere. But the faulty argument will nevertheless persist, so that some of the facts concerning both the controversy and the estimates challenged by the columnists are worth recording for the sake of the record.

In brief, Miss Thompson's argument (column of March 11) was that about the same number of persons were employed in December, 1939, as in December, 1929, not counting workers in government emergency employment; that additional workers resulting from increase in population would constitute the same proportion of the increase that workers were of total population at the time of 1930 census; and that, counting workers on the federal work programs as employed, employment in December, 1939, was within two million of being as near full employment, as was employment in December, 1929. Since she thought December, 1929, registered "a high mark" in the proportion of population employed, Miss Thompson concluded that present unemployment is two million, not nine or more million as government, labor union and other statisticians have estimated.

Mr. Krock in his column of the following day (*New York Times,* March 12), followed Miss Thompson's reasoning, using at several points better figures. He found the number employed in December, 1939, as shown by "official records," to be somewhat higher than in December, 1929, not counting those on government work relief. Making some but inadequate allowance for new workers seeking jobs, he concluded that in December, 1939, the bona fide unemployed, including those on work relief, could not exceed 4,000,000 and were probably about 3,000,000, of whom a third were unemployed because of illness, strikes, or inefficiency. Two to three million private jobs, he pronounced, would find work for every one employable.

General Johnson (*World-Telegram,* March 15), *Time, The New Republic,* Ralph Hetzel of C.I.O. in his letters to the columnists, and others, have attributed the similarity of the Krock and Thompson reasoning to a statement, confidential but apparently widely circulated, by Edmond E. Lincoln, economist for E. I. du Pont de Nemours and Company. If this is so, Miss Thompson must have obtained the idea at second hand, for although acknowledging help from private economists, she states in her "Last Word" on the topic (column of March 25) that she had never heard of Mr. Lincoln.

Outstanding errors in the columnists' arguments pointed out by *Business Week* include the following: Miss Thompson assumed no

unemployment in December, 1929, three months after the stock market crash, when there were probably from 2,000,000 to 3,000,000 unemployed. Using too low a percentage of population employable in 1929, and ignoring change in age composition of the population, she underestimated employable persons by 2,300,000. She omitted 2,300,000 persons on WPA. These numbers, added to her own estimate of 2,000,000, would give a figure of at least 8,600,000 unemployed. Mr. Krock used the correct percentage of population employable in 1929, but he also ignored the change in age composition of the population, underestimating employables by 2,100,000. He overestimated farm employment by 2,000,000, and arbitrarily lowered his own December minimum estimate by 1,000,000.

These alleged errors indicate the complexity of the problem faced by anyone who attempts to make serious estimates of unemployment. Both Mr. Krock and Miss Thompson appear to be guilty of impugning the motives of those whose estimates are higher than theirs without adequately investigating the figures they questioned. Neither makes any attempt to explain the nature and importance of the *employment* estimates which are basic to their argument. Miss Thompson, indeed, acknowledges the use of the employment estimate of the National Industrial Conference Board, but, although questioning the motives of New Deal, Republican, and labor statisticians, whose estimates of unemployment she finds too large, omits mention of the also large unemployment estimate of the Conference Board.

Some facts essential to reasoning concerning the constantly changing amount of unemployment need to be explained when any use is made of the periodically published unemployment estimates. There is no official *record* of the total number of persons employed in the United States, for any date since April, 1930, when the population census counted persons working and persons unemployed. Even these figures are far from exact and may err in either direction. All serious estimates of total employment and total unemployment are based originally on the 1930 census figures for population, persons employed, and persons unemployed. Monthly reports of employment by sample firms in many divisions of industry make it possible to estimate with some assurance, but not with great certainty, the total monthly changes in numbers employed before and since April, 1930. The monthly estimates of unemployment are obtained by subtracting these estimates of employment from estimates of persons currently in the labor market.

Those who are responsible for the available continuing estimates of employment and unemployment agree substantially concerning changes in employment in industries for which there are relatively adequate employment reports. They differ considerably concerning the changes in other divisions of employment, particularly agriculture. They also disagree concerning the amount of unemployment indicated by the census in April, 1930, and also concerning the number of workers coming into and going out of the labor market from month to month. But all of the carefully computed, continuing estimates agree in showing that the proportion of total population that is competing for employment has increased in the last decade. They also agree in showing substantial unemployment in December, 1929, and much more unemployment at the end of 1939 than was found by the quick deductions of Miss Thompson and Mr. Krock.

Following are figures, for several dates pertinent to the controversy, from the five frequently cited continuing estimates of unemployment. They illustrate the degree of difference and of agreement resulting from estimates of government, labor and business research groups. It should be noted that the Nathan data, though produced by an economist-statistician of the Department of Commerce, are issued as personal rather than official estimates.

Estimates of Unemployment from Five Series of Estimates

	December 1929	April 1930	October 1939	December 1939	January 1940
	(Figures in thousands)				
National Industrial Conference Board (business research bureau)	1,919	2,932	8,149	8,407	9,185
Robert Nathan (government statistician)	2,738	4,014	8,837	9,847	10,937
American Federation of Labor (labor union research bureau)	2,629	4,049	9,221	9,379	10,656
Congress of Industrial Organizations (labor union research bureau)	3,230	3,911	9,513	10,469	11,936
Alexander Hamilton Institute (business research bureau)	3,923	5,860	9,827	9,282	.....

In making these estimates, federal emergency employes are not counted as employed persons. They, therefore, automatically become included in the estimate of the unemployed. Employment on the emergency programs in December, 1939, is reported in the most recent reports as follows:

Works Progress Administration	2,123,431
Civilian Conservation Corps	270,261
NYA, work projects	295,295
NYA, student aid	432,661
TOTAL	3,121,648

WPA and CCC figures are for average weekly employment, but NYA figures are for all employed in the month and it should be remembered that Youth Administration employment represents about one week per month and makes no pretense of maintaining the recipient.

If WPA and CCC workers are removed from the estimates of unemployment for December, on the ground that they are provided for on a temporary basis, the lowest of the five estimates for December, 1939, that of the National Industrial Conference Board, remains above 6,000,000, and the highest, that of the C.I.O., remains over 8,000,000.

Miss Thompson and Mr. Krock were correct in pointing to business recovery. The industrial production index computed by the Federal Reserve Board for December, 1939, is above the 1929 peak. Employment and payrolls were rising through most of 1939. It is too soon, however, to look with complacency upon the problems of unemployment and relief. There has been substantial decline of business activity, and resulting increase in unemployment during the first quarter of 1940.

If it is probable that in the worst months of 1933 there were from 14 to 16 million unemployed persons in the United States, a present level of something between 9 and 11 million seems by comparison like recovery. But the regularly compiled relief figures of local, state and federal agencies indicate that at the end of 1939, relief and emergency work programs were caring for some 6,000,000 families, representing nearly 18,000,000 persons, well over half of whom were in families needing relief for lack of employment.

If this controversy proves anything, it is that the federal statistical agencies should produce more data to illuminate the problem. Current employment reports are needed for additional segments of industry. More use should be made of employment reports being made for unemployment insurance purposes. Official estimates of employment in all major divisions of industry should be published—currently, together, and with official estimates of unemployment. And full explanation of the quality of the data and procedure of estimating should be made readily available by all the bureaus issuing periodic estimates of unemployment.

Thirty Chapters in Regional Programs

Nineteen of the chapters of the Association have been represented at three regional conferences this year, and another conference in Ashville, N. C., early in May will probably draw in another ten or twelve chapters. These regional conferences are in addition to the gatherings of members of the various chapters of several states which are held at the times of their state conferences, and meetings of State Councils.

Denver, Colorado Springs, Topeka, Wichita, North Dakota and Nebraska were represented at a two-day conference in Colorado Springs in the Fall. The Southwestern Conference brought together representatives of the Arkansas, Oklahoma, and the three Texas Chapters, also last Fall. The New England Conference, with a program devoted to civil service problems and chapter activities, was held in Boston April 4, and brought members of the Maine, Rhode Island, Fort Orange, Connecticut, Worcester, Southeastern Massachusetts, Western Massachusetts, and Boston chapters together. Members were present also from Vermont and New Hampshire, although no chapters have been formed in those states.

Anna Cassatt of Raleigh, N. C., is chairman of the committee planning the program of the Southeastern Conference, to be held in Asheville, May 4 and 5. Invited to that meeting are members of the Louisiana, New Orleans, Alabama, Florida, Georgia, Memphis, Nashville, South Carolina, North Carolina Chapters, and the two chapters in Virginia, Lynchburg-Roanoke and Richmond.

The first regional conference was held three years ago in Omaha, and the four regions mentioned have been meeting annually. The need is now recognized for more planning of programs, better means of tying up these conference programs with the work of the whole Association, better means for reporting conference discussions, and in some cases, better definition of areas to be included in the regions.

Arguments About Membership Policy and Requirements

Originally prepared as an outline for general discussion and study, the following material from Bulletin No. 402 to chapter chairmen is made available for more general use in chapters in preparation for Delegate Conference discussion and action on the resolutions about membership policy.

THIS outline offers for discussion: (1) a statement of what the Association's purpose has to do with membership selection and an indication of the effects which changes in the educational requirements might have on purpose and (2) a roughly classified list of arguments for various kinds of action on the present requirements.

I. WHAT HAS PURPOSE TO DO WITH MEMBERSHIP SELECTION?

It is important that the AASW be the kind of organization its members wish it to be. To achieve this they must determine the ends they want it to serve and decide which means will be most suitable to these ends. Various questions have been raised during the last few years as to whether or not the membership requirements are suited to the AASW's purpose. In June 1939 the Delegate Conference, after two years work by the Association on questions of purpose, function and structure, restated its purpose more fully. A study of membership requirements poses the question: how should members be identified and admitted? To answer this question members must decide: what kind of members does the AASW need to carry out its purpose? This second question assumes that AASW purpose has something to do with the policy of membership selection. What is the connection, if there is a connection?

Our purpose according to the 1939 by-laws: "This corporation is an association of social workers meeting qualifications of training and experience, working in the area of human relationships, interested in advancing the quality of social service by means of individual and collective action in defining, promoting and protecting social work concepts and principles in the following areas: social work practice and the advancing body of knowledge and skills required in practice; personnel standards, including professional education; standards of organization and administration affecting practice; and social problems observed in social work practice."

Membership policy and membership requirements: The Association's purpose is stated in general terms. It commits the Association to a policy of membership selection by defining the Association as a "corporation of social workers *meeting qualifications of training and experience*" (italics ours). The by-law on purpose assumes that there is an intimate connection between the composition of the AASW membership and the purposes for which the organization exists. The more particular current definition of membership selection is left to a separate by-law on membership requirements. The reason for this is that a professional organization's purpose, while subject always to further definition and development, remains constant in character but membership requirements to implement it must be periodically adjusted to an evolving standard.

The present membership requirements emphasize professional education and experience as the most appropriate and effective means for carrying out the Association's purpose and accordingly subordinate purposes which would be conditional on numbers or on the representation of other factors than professional education and experience. The present membership requirements do not rely completely on professional education and post-educational experience as qualifications for membership but accept combinations of these and "employment in an approved agency." They do not set a wholly educational standard. Changes might therefore take either of two directions, that of advancing further toward an educational standard or that of demanding less or no education.

Since the educational standard set by the AASW's present requirements is relatively low and still mixed, changes in the membership requirements might be *changes in kind* that would alter the nature of the Association by bringing in members with different interests and resources or *changes in degree* that would result in admitting members with more or less of the same qualifications. Because the present balance between education and experience is delicate, changes of any sort are more likely to affect purposes: therefore all suggested changes should be scrutinized to see what effects on purpose and on capacity for carrying through purpose they would have.

II. ARGUMENTS FOR VARIOUS KINDS OF ACTION ON THE REQUIREMENTS

Arguments have been urged for various kinds of action in regard to the membership requirements. Ideas of the effects to be expected from a given change have differed, some assuming that the change would help the Association to pursue its present purposes more effectively, others that the change would result in a desirable shift from present purposes to new purposes, and others that the change would eliminate parts of the present purpose.

These arguments have been roughly classified below under four headings: (1) Arguments for lowering the educational requirements, (2) arguments for the accrediting of equivalents, (3) arguments for maintaining the educational requirements, and (4) arguments for raising the educational requirements. They are listed below for comparison and evaluation of their merits and the probable consequences of the course of action they advocate:

Arguments for Lowering the Educational Requirements

Arguments have been made in favor of changes in the requirements which would enable persons now excluded to be accepted into membership. Some of these arguments are:

The inclusion of persons unable to qualify under the present requirements would permit a broader, stronger representation of personnel in expanding or new fields, assure a greater unity in social work, and extend the Association's influence in areas where social work is not well-established.

Relaxation of present educational restrictions would be recognition of the fact that existing professional education is weak, uneven, and insufficient in quantity and that it does not provide adequately for the specific educational needs of public welfare, group work, probation and parole, et cetera.

Provision for selection on other bases than professional education would enable the Association to recognize competence deriving from experience or from education secured in non-social work institutions.

The inclusion of persons now unqualified would enable the Association to meet the needs of personnel who are being neglected.

The resultant increase in the size of the membership would add strength to social action for improving the conditions affecting social welfare services, and the general welfare of clients.

The resultant increase in the size of the membership would enlarge the Association's financial resources, provide funds for a more active, broader program, and eliminate the necessity for raising dues.

The inclusion of persons unable to qualify under the present requirements would prevent the development of other competing membership organizations such as organizations for purposes of study and self-improvement, unions, and new functional nationals in such fields as public welfare, group work, et cetera.

Greater inclusiveness in the AASW would enable it to add to its present purposes, remove the necessity for its members joining other organizations to obtain their services, and relieve social workers of the financial burden of paying so many different dues.

Lowering of the requirements would enable the Association to recognize as professional social workers persons who possess a competence equal to and sometimes greater than that of others who are members.

Arguments for the Accrediting of Equivalents

Arguments for the accrediting of equivalents for parts or all of professional education are classified separately in this outline because those who advance these arguments differ as to whether the acceptance of equivalents would or would not involve a lowering of the membership standard. Some of these arguments are:

Evidence of competent performance in a social work position in an approved agency is proposed as an equivalent for supervised field work on such grounds as:

The approved schools lack field work placements to enable persons who have classroom credits to meet the field work requirement.

Supervised experience within the social agency may be as good as or better than supervised field work conducted under the school of social work.

There is an inconsistency between a requirement demanding supervised field work as a necessary part of professional education and the fact that field work supervisors may themselves lack full professional education.

Recognition should be given to the fact that there are persons who have become highly skilled in the method and skill of their field without supervised field work.

Evidence of competent performance and experience in an approved agency is proposed

as an equivalent for all or part of professional educational qualifications on such grounds as:

The approved schools do not have the resources to meet the educational needs of other fields than those of case work.

The membership requirements of the AASW discriminate in favor of an education directed to the needs of case workers.

An obvious competence has developed in such fields as public welfare, group work, research and community organization and should be recognized to prevent the professional movement from being limited to case work.

There are persons in social work positions unable to meet the requirements of the Association whose competence is superior to that of members.

Leadership should be recognized as it exists (a) in persons holding positions as executives or administrators of social agencies, (b) in persons who have made an outstanding contribution to social work, or (c) in persons having leadership in an allied or developing field who have shown an interest in cooperative relationships between their field and social work or in the use of social work personnel in the field, et cetera. Recognition of such leadership is urged on such grounds as:

The prominence and influence of such persons would make them valuable within the Association.

Such persons are recognized by the community as leaders of social work and there is an anomaly in the Association's exclusion of them.

Such persons are superior to many of the persons who are now members of the Association.

Such persons cannot be legitimately expected to obtain the education now required by the AASW for eligibility.

Such persons can assist in the social work development through their possession of a knowledge and skill which have not been obtainable through professional education but need to be incorporated in that education.

Graduate education in the field of progressive education as preparation for group work is proposed for acceptance as an equivalent to graduate education in a school of social work on the ground that

Professional education in the approved schools of social work has not provided and still does not adequately provide for the need which group work has for certain knowledge and skills which could be secured from the field of progressive education.

Arguments for Maintaining the Educational Requirements

Arguments are also advanced for the maintenance of the present educational standard at approximately the same level. Among these arguments are:

Professional education affords the most reliable, objective, and easily controlled means for the acquisition of the knowledge and capacities required for efficient service to clients.

The maintenance of educational standards for social work personnel is a necessary condition to bringing about internal improvement in social agencies in their standards of social work practice, administration and organization.

The maintenance of an educational membership standard is essential to the Association as the only reliable means of securing members whose common interests and resources will permit the development of a unified program and team work in furtherance of that program.

The selection by the Association of members possessed of a common minimum educational equipment is essential to the Association's function in clarifying controversial questions and defining major policies to be used as guides in social work administration and organization; this selection is therefore essential to the Association's basis for social action.

Lowering of the educational standard will place in jeopardy the distinctive influence which the Association has been exercising as a professional organization and the basis for its power:

1. The requirements have furnished the most convincing and most easily understood evidence to various groups in the public that a special competence exists which is necessary for the proper performance of social work and which can be most reliably counted on in persons who have professional education and experience.
2. They have provided valued information to prospective or employed social workers about the educational equipment needed for a social work career.
3. They have been promoting the development of adequate service and adequate personnel by strengthening the motives of present or future personnel for getting professional education.
4. They have influenced social agencies to improve their personnel and employment practices as necessary conditions to

and protections of competent service and the welfare of social workers as workers.

5. They have identified the Association and its chapters as bodies composed of persons whose special knowledge and experience furnish minimum assurance that they are equipped to be sources of reliable information and opinion on social work problems.
6. They have served as increasingly respected guides to employers in selecting staff.
7. They have assisted Civil Service Commissions and public and private agencies to distinguish the education and experience which constitute appropriate equipment for different social work positions.
8. The requirements enable the Association to define the necessary components of professional education and to cooperate with professional education in controlling deviations from sound educational standards.
9. The requirements enable the Association to select its members on a more impersonal uniform and equitable basis than would be possible through any other basis of selection than education.
10. The educational requirement is indispensable as a means of establishing both present and potential social work fields and functions on a common educational foundation which serves to unite them in the use of basic knowledge, methods and skill and in the pursuit of certain objectives, responsibilities and values which distinguish social work from other fields of practice.

The inclusion of persons to whom other membership organizations are open would involve the Association in a competition with these organizations unlikely to increase its size, stability or strength, and through weakening of its own distinctive function would invite the development of another general standard-setting body to take its place.

The maintenance of an educational membership standard is necessary to the development of such interchange and cooperation between professional education and social work practice as will enable both education and practice to improve and increase the present inadequate resources of professional education.

Lowering of the educational requirements involves increased reliance on experience in the approved agency as an index to individual competence and therefore a less uniform and responsible choice of members: experience in the approved agency cannot furnish a dependable basis for selection because

1. There is a difference in kind between the competence acquired through professional education and that acquired through experience in the agency.
2. The relation between the competence of the individual worker and the standard of the agency is variable.
3. The attempt to evaluate personnel in terms of the agency's standard ignores the fact that the most dependable factor in the creation and maintenance of an agency's standard is its employment of qualified personnel: thus measuring personnel by the employing agency begs the question.
4. Standards for approved agencies are inadequately defined and admit of no close and objective comparisons.
5. The absence of reliable standards for agencies and of enforcement of them deprives the Association locally and nationally of a tenable basis for objective judgment on individual agencies.
6. The use of the agency's standard as the basis for judgment concedes an undesirable weight to the individual employer's choice and reverses the AASW's aim which is to influence employers to observe a standard objectively set up by the profession itself.

Arguments for Raising the Educational Requirements

1. The present requirements accept as professional education instruction which has been acquired piecemeal and over an indefinite span of time. Such preparation lacks the continuity and unity which are essential to a basic professional education and exposes both professional social work and professional education to public doubts of their value.
2. The present requirements still accept as an educational equivalent "experience in an approved agency." However good this experience may be it is not an equivalent for education and is not subject to accurate, objective, uniform evaluation.
3. The present administration of the requirements permits the acceptance of preparation the content and quality of which is below desirable standards.
4. The present requirements accept into junior membership persons whose prepara-

tion is incomplete and so confuse the public as to what are necessary minimum requirements for adequate performance.

5. The present requirements fail to include essential tests of "ethical standards of performance and behavior."
6. The present requirements do not require enough classroom instruction to insure a basic foundation of social work knowledge and skill and a minimum adequacy for practice in the special fields.
7. The present requirements fall short of requiring the minimum supervised field work which is essential to adequate performance.
8. The exceptional clause in the requirements grants preferential treatment to persons lacking qualifications other candidates are required to meet and denies the force and validity of the Association's thesis that professional education and experience are essential to competence in social work performance.

Civil Service and Social Work in Michigan

THE following material is a summary of an article describing the experiences of the Michigan State Council of the AASW in working on the development of an effective civil service system in Michigan, written by Ernest B. Harper, of Lansing, chairman of the Council's Advisory Committee on Civil Service during this period. In setting down these experiences, Mr. Harper secured the full cooperation of members of the Michigan Civil Service Department. It is hoped that this material, in addition to its specific usefulness as an important professional activity, may stimulate the recording of such experiences by other groups in the Association.

The growth of civil service in Michigan has been a long and arduous task for all those interested in sound personnel administration. Personnel in the State Emergency Relief Administration which had been under an independent merit system was brought under civil service in January, 1938. It was not until January, 1940, however, that county positions in the operating units of the state bureau came under civil service.

Because excessive pressure of work resulted from the statutory necessity of completing the program of qualifying examinations within six months, the Director of the Civil Service Department found it impossible to develop public relations properly. Initial proffers of cooperation on the part of AASW groups were neglected and no working relationship was effected during the first nine months of the administration. In September, however, the AASW State Council appointed the writer as chairman of a formal Committee on Civil Service, the organization of which was completed by November. At this time the Director, Mr. William Brownrigg, expressed a definite interest in the work of the Committee and as a result of a conference with the full Committee, comprehensive plans for cooperation were worked out. These involved the organization of three functional subcommittees on: classification and job specifications, evaluation of performance during the probationary period, and standardization of forms for reporting training. In addition a special committee composed of members of the Council Advisory Committee in the Lansing Chapter of the AASW was authorized to cooperate with the Department, upon request, in the preparation of job specifications and examinations, in scoring tests, and assisting in any other possible way in the process of selecting public welfare workers.

Although strenuous opposition to civil service was already developing by the time these Council committees were organized, some progress was made. The accomplishments of AASW members, individually or in connection with the Advisory Committee, during this first period were not inconsiderable. A number served on the Board of the Merit System Association. A special group was called in by the Department at the suggestion of the welfare authorities to evaluate training records of applicants for supervisory and administrative positions in child welfare. Through the machinery set up by the State Council Advisory Committee, publicity was given to announcements of civil service examinations in the social work field and an effort made to recruit qualified persons to take them. The special committee in Lansing assisted in a number of ways, including the preparation of keys for "free answer" questions in the examination for administrative

positions and of a new examination for psychiatric social workers. The sub-committee on classification worked out a reclassification plan involving social service directors in the larger state hospitals, which was later accepted. Finally, professional criticisms and suggestions concerning the civil service program and procedures from all over the State were forwarded to the Civil Service Director through chapter channels. Meanwhile political opposition was mounting and came to a head shortly after the opening of the 1939 Legislature. The Advisory Committee continued its activities, however, until well into January when, as a result of the uncertain future of Civil Service, formal cooperation with the Department temporarily ceased.

After a series of changes in the personnel of the Civil Service Department due to changes in state administration, an amended civil service act came into effect in June of 1939 and in October cooperative relationships were resumed between the Department and the professional group when AASW assistance was requested in planning the oral interview part of several social work examinations.

Participation in the Oral Examination Process

The Chief Examiner of the Civil Service Department consulted a number of persons, including the writer as chairman of the Civil Service Advisory Committee of the AASW State Council, about suggestions for the personnel of the examining boards and some 500 names were secured. Of this number 189 were actually used. Sixty-two or about one-third of the total, were social workers, including 35 AASW members. Personnel was also secured from schools, personnel agencies and professional and business groups. The collaboration of social workers with these various groups and individuals proved distinctly stimulating; mutual appreciation of each other's ability to select qualified candidates was expressed when it became apparent that there was a high degree of unanimity in judgment.

In all, 93 boards were used, with sessions scheduled over a three-weeks' period. Sixty-three boards, composed of two members each, examined candidates for the lower positions in 22 centers throughout the State in three days in intensive interviewing. Applicants for supervisory and administrative positions were examined by 30 boards composed of from two to five members sitting in four cities over a five-day period. The examiners were supplied with a manual of suggestions and also given some preliminary instruction. For the lower jobs 15 minutes were allowed the examiners for each interview, while for the administrative positions, where the boards ranged up to five in membership, applicants were scheduled for half-hour periods. Candidates were introduced by a member of the Civil Service staff, placed at their ease by one of the examiners acting as chairman for the particular interview, and questions were asked in rotation, the applicant himself being given an opportunity to ask questions toward the end. At the conclusion of each interview the board members individually filled out a report form on the candidate, rating him on each of the following nine characteristics covered on the Bingham rating scale: voice and speech, appearance, alertness, ability to present ideas, judgment, emotional stability, self-confidence, friendliness and personal fitness for the position.

This procedure was significant historically in that it involved the first attempt in Michigan on the part of state personnel authorities to employ lay-professional boards in the oral examination of candidates. Under the SERA an oral interview and rating was required in the case of all applicants but such an examination was given by a field representative from the department involved.

As the first attempt at comprehensive oral examining, the procedure followed in the fall of 1939 was naturally somewhat experimental. An effort was made to obtain the reactions of some of the persons examined as well as those of the AASW and other examiners. In general it was felt that the time allowed for the interviews was far too short, particularly where it was necessary to rate an applicant with respect to the requirements of several different positions for which he had taken the written examination. Originally fifteen minutes was to be allowed the two-man boards for questioning applicants for the lower positions, including the time required to fill out a rating form for each position sought. Although the average time between candidates was actually nearer twenty minutes, this was still too short except for rating the most superficial and obvious traits. In the case of the larger boards the thirty minutes allowed also proved too brief a period in most cases for adequate interrogation and rating. It should be noted that in the final composite examination score the oral interview carried a weight of 30 per cent, equal to the credit for training and experience, while the written test was valued at 40 per cent. In the case of an examination for child welfare workers given January 27th the oral interview, which has not yet been administered, was announced as carrying a weight

of 40 per cent, the highest value so far assigned.

The weighting of the oral interview was discussed by the AASW members who participated in the examinations and the conclusion reached that in the case of the lower positions an interview of from twenty to thirty minutes with a board of two or three examiners would be adequate if limited to observing and questioning the applicant and filling out a standard rating form limited to appearance, objective reactions and certain personality traits not measured by the written examination. Such an interview, however, should probably not be weighted at more than fifteen or twenty per cent of the total score. In the case of candidates for supervisory and administrative positions, on the other hand, the oral examination might well carry a value of from thirty-five to forty-five per cent. The board, composed of from three to five experienced members, should be allowed at least an hour for such a heavily weighted examination and perhaps also permitted to study the training and experience records of the applicants in advance. Furthermore, a composite evaluation of the candidate's probable suitability for the position in question would probably prove of more value than a number of independent and stereotyped ratings mathematically combined.

A number of mechanical difficulties were also experienced of which the examining staff of the Civil Service Department was fully conscious and which will undoubtedly be corrected at the time of the next examinations. For example, due to scheduling difficulties applicants were frequently kept waiting for hours. Nervous tension was built up which in many cases was later reflected in the interview. Again some scheme for having the boards handle candidates for positions on one level only during a single examining period should be worked out, at least where the interviews are very brief.

Future Relationships

Despite conflict and mutual misunderstanding on the part of social workers and politicians growing out of the recent attempts at public welfare reorganization, the professional status of the social worker is being rapidly clarified and at least roughly standardized in Michigan.

The AASW State Council is concerned particularly with three phases of the problem: (1) assisting in the recruitment of qualified persons for the higher social work positions under Civil Service, (2) defining sound qualifications for the social work positions in the classified service and (3) raising the standards of personnel in the county departments of social welfare.

An excellent and cordial working relationship now exists between those AASW members who have been interested in this problem and the State Civil Service Department. The State Personnel Director, Mr. Paul T. Anderson, has formally requested the State Council to revive the Advisory Committee which became inactive in 1939. In conference with the Department, the following lines of activity have been defined as proper fields for collaboration:

1. Analysis and classification of welfare jobs.
2. Improvement of service ratings, particularly during the probationary period.
3. Standardization of forms used for reporting training and experience by applicant for examination.
4. Preparation and scoring of written tests for higher and more specialized positions.
5. Cooperation in the administration of oral examinations.

Social work is the only profession that under the new law remains in the classified service, with the exception perhaps of unregistered engineers, and practically all state positions are covered. In view of the willingness and, in fact, the expressed desire of the Civil Service Department to cooperate, there would seem to be every indication that the AASW will continue to be instrumental in improving personnel standards and practices in Michigan.

Ewan Clague, who has been director of the Bureau of Research and Statistics of the Social Security Board for the past three years, has been made director of the Board's Bureau of Employment Security. As the official announcement of this important appointment notes, Mr. Clague is a member of the National Board of the American Association of Social Workers, vice president of the American Statistical Association, and a member of the American Economics Association. He has been associated with the Institute of Human Relations at Yale, the Pennsylvania School of Social Work, American University, and the University of Maryland.

(Continued from page 4)

IV. PERSONNEL

No program can be better than the persons who administer it. The public interest demands that competent service be assured in order that public funds shall be administered humanely, economically and effectively. Such service can be assured only through the recruitment, selection and tenure of the best equipped personnel in relation to the specific nature of each type of position. Professional functions should be performed by professionally qualified persons. A well administered merit system offers the only assurance of such personnel in the public service.

National Board Recommendation:

The National Board voted to endorse the proposed statement but recommended a number of changes. Many of these were in the wording for the purpose of clarifying meaning. Others which suggest changes in content include:

Proposal to present these principles at the Delegate Conference in such a way as to amplify meaning and illustrate how they may apply to immediately necessary federal or state legislation or to changes in administrative policy;

Proposed modification of wages section under public work to stand in terms of the standards of wages and hours set in federal or state legislation but to follow union scales where these have been developed;

Modify section on administration to clarify the relation of one program to another and to show the order of Association preference for emphasis on work, then insurance, then public work and then finally assistance, indicating the Association's insistence that gaps in one program must be filled by another, so as to insure coverage of needs;

Submit for discussion at the Delegate Conference the problem of contributory and non-contributory insurance with a view to formulating an added principle that would recognize the possibility of graduated taxes on workers with possible exemptions and government contributions at low income levels;

Clarify sections on insurance and medical care to show that Association standards for both health insurance and medical care for *all,* not merely the indigent.

Resolution on Standards for Social Work Personnel

(Drafted by the Committee on Personnel Practices)

WHEREAS the American Association of Social Workers has already gone on record as believing that the quality of social work personnel is the primary determinant of quality of social work service; and

WHEREAS there is need of a guide by which to measure this quality, eliminating the present necessity for using the Association's membership standard to identify those with the basic equipment necessary for social work practice and releasing the membership standard for its distinctive use in the development of professional standards for social work personnel; and

WHEREAS there is reason to establish the basic professional standard so that during this period when facilities are not adequate for achieving the standard itself, any adjustments necessary are made in relation to the known standard, particularly as there is a crystallization of personnel standards now taking place throughout the country; and

WHEREAS the most reliable existing means of identifying persons embodying the basic equipment necessary for competent performance of social work practice is the specialized training they have received:

BE IT THEREFORE RESOLVED that the following are principles to be used in the selection of personnel for social work positions:

1. Every social work position should be held by a social worker who has as a basic qualification the successful completion of not less than two years of professional study in a graduate school of social work.

2. Requirements of state and local residence and other extra-professional considerations are inimical to selection of personnel on the basis of professional competence.

3. Where it is necessary because of the lack of available qualified personnel to deviate from the minimum standard above stated, the following safeguards should be applied:

   a. Only such workers should be employed who at the time of employment are eligible to obtain graduate professional training and who also indicate interest in as well as capacity for the use of opportunities for professional growth.

At the time of employment some agreement should be reached between such workers and the employing agency as to methods of working out a plan to obtain the necessary professional education within a five year period from the date of employment.

b. Social work experience under the supervision of a qualified social worker should be given priority over other kinds of experience in consideration of individuals who are employed because of their eligibility to obtain professional education. Such experience should not, however, be considered a substitute for professional education.

c. Until such time as there are sufficient numbers of adequately trained personnel available for all social work positions, means should be established whereby personnel meeting the qualifications of professional training can be distinguished from employees without such qualifications. Such differentiation should be provided in those situations where trained and untrained workers have been employed to perform similar duties.

BE IT FURTHER RESOLVED

1. That such a standard should be considered an evolving, developing one which is never fixed but represents, at a given point, the desirable goal for which to strive. Therefore it is important that any standard adopted be subjected to continuous review.

2. That the qualifications of an agency's social work personnel in line with these principles be a consideration in defining a social agency of acceptable standards.

National Board Recommendation:

The National Board recommended that the Conference take favorable action on this proposal. In addition to changes in phrasing, the Board recommended that there should be a further explanation of the use of the statement as a standard, and clearer recognition of the evolution processes necessary to its achievement. Retaining the two years of graduate study in a school of social work as a standard, the Board recommended that recognition be given to partial educational equipment. In place of the first principle in the original resolution, the Board recommended substitution of the following:

"First: That persons in social work positions are confronted in their work with responsibilities relating to the lives and affairs of others in such a way as to require important safeguards in the public interest. These safeguards may best be insured by the selection for social work positions of persons whose preparation includes successful completion of two years of professional study in a graduate school of social work."

Resolution on Agency Standards for Employment Conditions

(Drafted by the Committee on Personnel Practices)

WHEREAS the Association has consistently emphasized its concern with the development of sound employment conditions since these make possible the free and full use of the competence with which qualified social work personnel are equipped; and

WHEREAS as evidence of this concern the Association has adopted a statement of principles about employment conditions as a guide to agencies in setting up their own employment practices; and

WHEREAS a written formulation of agency policy is fundamental to any examination of existing employment practices in relation to known standards and such examination is conducive to sound adaptation of known standards to an agency's particular needs; and

WHEREAS such a formulation of agency policy is necessary to understanding of conditions under which the prospective employee will operate and therefore has an important effect on the values to the employee of experience in an agency; and

WHEREAS such a formulation is also essential to clarification of professional ethical relationships; and

WHEREAS there is evidence that problems arise in many different connections from lack of defined employment practices in social agencies or from poorly defined practices and that such problems interfere with staff and agency fulfillment of the service which the agency administers;

BE IT THEREFORE RESOLVED that observance of the following principles be used as one means of identifying a social agency of acceptable standards:

1. A social agency should have a written statement of formulated employment policies which embodies the current operating practices of the agency.

2. Such a statement should include the agency's current policies and indicate also those items on which policy has not yet been formulated. There should be some provision regarding all of the elements of employment conditions which are covered in the Association's Statement About Standard Employment Practices.

3. This statement should be available to all staff of the agency and to applicants for employment and should constitute a part of the employment agreement, whether verbal or written, which defines the obligations accepted by the employer and employee at the time of employment.

National Board Recommendation:

The National Board recommended that the Conference approve this proposal, but will recommend that the Conference change the first statement of principle to read:

"A social agency should formulate its present policies in a manner that provides for staff participation and such policies should be embodied in a written statement covering current practices of the agencies."

Resolution on Association Purpose and Membership Selection

Explanatory Note

The National Membership Committee proposes the following resolutions for discussion and action at the Delegate Conference in order that certain confusions now impeding the progress of membership study may be removed. The direction which further consideration of questions of membership policy and requirements should take is obscured by apparent differences of opinion about the Association's purpose and also about the relation of purpose to membership selection. The revised by-law on purpose adopted last year by the Delegate Conference includes a commitment to membership selection since it defines the Association as "a corporation of social workers meeting qualifications of training and experience." No suggestion has been made that this by-law again be changed either to eliminate this definition or to modify the purposes set forth. Some of the disagreements about purpose may be due to the fact that the statement of purpose is general and that an official interpretation of it is needed to make its bearing on membership selection more definite. If on the other hand, there is a general desire to change the Association's purpose as well as the membership requirements, the National Membership Committee believes that the necessity for doing both should be indicated by the official action of the Delegate Conference.

Two bulletins which have been sent to chapter chairmen contain materials bearing on the questions involved in the following resolutions:

(1) Bulletin #402 on "Questions about AASW Membership Policy and Requirements," which is printed in this COMPASS; and

(2) Bulletin #401 on "The General Objectives and Utility of an Educational Standard for Membership Selection," which appears in the COMPASS, March, 1940.

WHEREAS conflicting interpretations are placed upon the statement of the Association's purpose and there are differences among members as to the relation between the purpose as a whole and the principle of membership selection to which the Association commits itself as "a corporation of social workers meeting qualifications of training and experience"; and

WHEREAS study of problems of membership policy and requirements has been hampered by disagreements as to what the Association's purpose is and should be; and

WHEREAS the Association must recurrently adjust its membership policy and requirements to changes in the conditions and standards of social work practice; and

WHEREAS such adjustments should be considered in relation to the purpose which members have agreed that the Association should serve and a present basis for making such adjustments is lacking until an agreement on the Association's purpose is reached; and

WHEREAS the further clarification of purpose will enable the Association to proceed with its review of the membership requirements and will provide a basis for settling questions as to what membership qualifications and methods of admission shall be;

BE IT RESOLVED

First, that the Association's purpose, as restated in 1939, affirms its intention to continue as a general professional organization whose characteristic basis of organization and operation is a selected membership standard;

Second, that realization of the Association's purpose as expressed in the by-law is dependent on the selective membership standard as the means by which specially qualified practitioners may become associated in collective action for advancing the value of social service, and by which they may make effective

their advocacy of the minimum preparation required for reliable service to clients and the general public;

Third, that this use by the Association of a selective membership standard in furtherance of its distinctive purpose is reaffirmed in full recognition that

There are now persons of valuable abilities in social work positions who are not at present able to meet educational qualifications;

This personnel, by reason of their experience in social work positions and interest in improving the services in which they are employed may effectively contribute to the progress of social work through membership in several other organizations, national, state-wide, and local, which appropriately seek comprehensive memberships of anyone employed or interested in social work or in any one of its specific fields;

Fourth, that the Association on the basis of its declared purposes is engaged in and seeks further to develop such effective relationships with these and other organizations as will serve the goals entertained in common without impairing the distinctive contributions of either;

Fifth, that the distinctive purpose of the AASW is understood to require the following mandates in development of its membership requirements and its program policies:

That membership selection should be based on the objective of increasingly greater adequacy and responsibility in social workers.

That selection thus requires adherence to a standard of quality which subordinates consideration of numbers of members or extent of representation; and even that such a standard may in individual instances leave out persons of greater apparent qualities than some of those admitted.

That membership selection should be such as to secure to the AASW a membership whose program and activities will be founded on basic concepts of social work as they develop in all fields; and therefore should recognize the relation between these basic concepts and a common educational foundation.

National Board Recommendation:

The National Board endorsed the proposal but voted to recommend to the Conference a number of changes principally in the wording.

The changes emphasized that the proposal if passed is not a commitment to continuing the present requirements or any other formulated statement, but rather would aid in setting the direction to be followed in subsequent work on particular membership qualifications.

The Board also recommended that the official statement of purpose, as adopted last year, be added to the preamble. The statement is as follows:

"This corporation is an association of social workers, meeting qualifications of training and experience, working in the area of human relationships, interested in advancing the quality of social service by means of individual and collective action in defining, promoting, and protecting social work principles in the following areas: social work practice and the advancing body of knowledge and skills required in practice; personnel standards including professional education; standards of organization and administration affecting practice; and social problems observed in social practice."

Proposal on Frequency of Delegate Conference

On recommendation by the Executive Committee the question of frequency of Delegate Conferences is submitted as a subject for discussion at the 1940 Delegate Conference.

The 1939 Conference asked the National Board to consider "the advisability of a biennial instead of an annual Delegate Conference"; and also of "additional regional conferences and conferences on special subject matter."

There has been evidence that for both budget and program reasons, there might be advantages for the chapters and the total program in longer intervals between meetings. The Special Committee on Program, in its report to the National Board in December, 1939, presented reasons for relating conference intervals to program considerations. Questions of costs have appeared in both chapter and national budgets.

Without questioning that the authority for setting the time of a Delegate Conference rests with the National Board, the Executive Committee submits the subject for further discussion to the Delegate Conference in order that chapter opinion may be fully consulted.

For this purpose the Executive Committee submits the following proposition for Conference consideration.

BE IT RESOLVED, That the National Board hereafter call Delegate Conferences biennially except when, in the Board's opinion, a conference within that interval would be essential to the development of the Association program, and the proper exercise of the conference legislative functions.

National Board Recommendation:

The National Board voted to recommend the adoption by the Delegate Conference of this resolution. It voted however to add a statement as to additional reasons for its action, as follows:

"Whereas, the National Board, pursuant to the mandate of the 1939 Delegate Conference, is making provision for the further development of field work relationships with chapters, and regional and other conferences as factors in the development of the Association's program, and the Board believes that it is important to synchronize the work of the delegate conferences with the other parts of the program as effectively as possible."

Proposal to Amend the By-Laws

The Executive Committee proposes an amendment to the By-Laws of the AASW to provide for a specific date, within a reasonable time after the completion of the annual elections, when officers and Board members would assume their several responsibilities.

The proposed amendment is as follows:

Article VI, Section 5.

At the beginning of the second sentence, change the phrase "on and after July 1, 1940," to the phrase "On and after October 1, 1940," and at the end of the second and final paragraph of the Section add "officers and Board members as elected each year shall assume their duties on October 1."

The Section would, as amended, read as follows:

On and after July 1, 1939, the governing body shall be known as the National Board of Directors. On and after October 1, 1940, said National Board shall be composed of 15 members of the Association elected for three year terms, and the officers of the Association elected for one year terms, as hereinafter provided. Nine of the members of said Board elected for three year terms shall be elected from each of nine nominative districts which shall be set up by the Board, and six shall be elected as members at large. At the first meeting of the Board after the first election, the Board membership shall be divided by lot into three groups, in such a way that one-third of the members chosen from districts and one-third of those chosen as members at large shall be designated to serve for three year terms, one-third for two year terms, and one-third for one year terms.

Thereafter vacancies created by expiration of terms shall be filled by the election of persons nominated in the same way (from the same districts or at large) as those whose terms expire. Vacancies occurring otherwise than by expiration of terms may be filled by the vote of the Board until the next annual election, but at all times each nominating district shall be represented in the membership of the Board. Chairmen of standing committees, if not already elected members of the Board, shall be members ex-officio without vote. Officers and Board Members as elected each year shall assume their duties on October 1st.

The proposal is submitted so that there will be a known interval after elections during which the officers and Board members can undertake to assume their duties, and so that preparations may be made for a meeting of the newly elected Board soon after it takes office.

National Board Recommendation:

The National Board recommended favorable action by the Conference on this proposal.

THE COMPASS

Published monthly except September by
AMERICAN ASSOCIATION OF SOCIAL WORKERS
Publication office 374 Broadway, Albany, N. Y.
Editorial and General office 130 East 22nd St., New York, N. Y.

VOLUME XXI NUMBER 7

Officers

Harry Greenstein, *Pres.* Pierce Atwater, *3rd V-Pres.*
Grace L. Coyle, *1st V-Pres.* Frederick I. Daniels, *Treas.*
Charlotte Carr, *2nd V-Pres.* Savilla Millis Simons, *Sec.*
Walter West.....*Executive Secretary*

Assistant Secretaries: Dorothy C. Kahn, Grace F. Marcus, Elisabeth Mills

THE COMPASS: Edited by the Staff

Entry as second-class matter at the post office at Albany, N. Y.

Acceptance for mailing at the special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 28, 1924

Subscription: Non-Members $1.00 per annum. Subscription of members of the Association included in annual dues.